DOCUMENT RESUME

ED 370 662 JC 940 373

AUTHOR Newmyer, Joe
TITLE Antelope Valley Community College District Education Center.
INSTITUTION California Community Colleges, Sacramento. Office of the Chancellor.
PUB DATE 14 Jul 94
NOTE 51p.; Prepared as Agenda Item Number 6 at a meeting of the Board of Governors of the California Community Colleges (Sacramento, CA, July 14, 1994).
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS College Planning; Community Colleges; *Construction Needs; *Educational Facilities Planning; *Enrollment Projections; Long Range Planning; Master Plans; Program Development; *School Expansion; *Site Analysis; *Site Selection; Two Year Colleges
IDENTIFIERS Antelope Valley Community College District

ABSTRACT

An analysis is provided of a proposal to the Board of Governors of the California Community Colleges by the Antelope Valley Community College District (AVCCD) to develop an education center in Palmdale to accommodate rapid growth. First, pros and cons are discussed for the following major options: (1) increase utilization and/or expand the existing Antelope Valley Campus; (2) utilize local high school facilities and/or vacant commercial facilities; (3) share facilities with other postsecondary institutions; (4) use nontraditional modes of instructional delivery; and (5) establish an educational center in southeast Palmdale area. Based on these arguments, the report indicates that the Board approved the proposal to develop the Palmdale Education Center. Next, a description of the Center is provided, indicating that it will be located on 100 acres on the southeast edge of Palmdale as part of a proposed development to include a commercial center, golf course, and residential units. This section also indicates that initial Center enrollment is estimated at 2,942 in 1998 and describes the effects of the Center on local schools and the community. Appendixes include a map of AVCCD boundaries; land use and campus plans for the site; a street map of the region; enrollment forecasts for the AVCCD; and letters of support from local educational institutions, elected officials and business leaders. (KP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 370 662

Antelope Valley Community College District Education Center

PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
J. Smith

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Joe Newmyer
California Community Colleges, Sacramento
Office of the Chancellor

JC 9410 373

This report was originally prepared as Agenda Item Number 6 at a meeting of the Board of Governors of the California Community Colleges

BEST COPY AVAILABLE

Board of Governors
California Community Colleges
July 14, 1994

ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT EDUCATION CENTER

6

SECOND READING
ACTION SCHEDULED

Presentation: *Joe Newmyer, Vice Chancellor*
Fiscal Policy and Administration

Issue

This item presents an analysis of a proposal by the Antelope Valley Community College District to develop an education center in Palmdale that is consistent with the 1990 Board of Governors' Long-Range Capital Outlay Growth Plan.

Background

In January of 1991, the Board of Governors approved the Long-Range Capital Outlay Growth Plan as a means to accommodate future growth while recognizing the ever increasing limitations on available resources. The long-range plan proposed that nearly three-fourths of the projected growth in systemwide enrollment over the ensuing 15 years could be accommodated by renewing and "building-out" existing campuses, with the balance of the increased enrollment needs to be met by converting six community college centers to campuses, and by building thirty-two additional new education centers, eight of which would become full-service campuses.

Recognizing that the single college campus of the Antelope Valley Community College District could not, at maximum development, meet the expected demand resulting from the area's high growth rate, the Plan called for a new education center to be built in the eastern part of the district in the short-term (i.e., 1990-1995) to become a campus in the mid-term (i.e., 1995-2000). Recent conservative enrollment projections have confirmed that need.

Over the past three years, the Antelope Valley Community College District has undertaken an extensive master planning effort, including both educational and

facilities long-range plans. Recognizing that participation rates were substantially lower in population centers increasingly distant from the college, a proposal emerged for a potential site for a new center in the southeast Palmdale area, which the owner has agreed to donate as part of a comprehensive property development plan.

Both the Chancellor's Office and the California Postsecondary Education Commission (CPEC) responded favorably to the district's preliminary application. Subsequently, the district submitted a full-scale needs assessment to the Chancellor's Office with a request that the Board of Governors take action to verify the need for the establishment of the center, and, upon approval, to refer the study to CPEC, as specified by statute.

Analysis

The Antelope Valley Community College District is one of the fastest growing community college districts in California. As the population grows, housing developments continue to open in previously sparsely populated areas and traffic congestion on major corridors has increased. The impending impact is that the college will soon reach maximum capacity. The immediate impact is that many people must endure excessive travel times in order to reach Antelope Valley College—the sole higher education institution in the district. As one would expect, participation rates drop off rapidly as distance from the college grows, leaving outlying regions (including some with large Hispanic populations) significantly underserved.

Strong local support has been voiced by business and community leaders who have cited the benefits of training and retraining opportunities for workers and their families. Similarly strong support has also been expressed by the K-12, secondary, and postsecondary institutions in the area.

More concrete backing is evidenced by the anticipated adoption of a Memorandum of Understanding (MOU) between the Antelope Valley Community College District, the City of Palmdale, and a landowner/developer. The MOU calls for the donation of 100 acres of property to the district for the establishment of the proposed center and for considerable cost-savings to the district as a result of cost-sharing for infrastructure improvements.

Implications

This proposal is in accordance with the Board's commitment to provide access to community college education. Alternative means of providing the necessary services are not viable.

This item supports the following initiatives from *The Basic Agenda: Policy Directions and Priorities for the Nineties*:

- Implement the long-range plan for capital construction in the community colleges.
- Provide for new facilities in the colleges.
- Seek more cost-effective ways to deliver the services of community colleges.

Conclusion

Policy Issue

Should the Board of Governors approve a proposal by the Antelope Valley Community College District (AVCCD) to develop an education center in the southeast Palmdale area?

Major Options

1. Increase utilization and/or expand existing Antelope Valley campus.

   Pros: This would minimize the need for a center in the Palmdale area if coupled with a workable strategy to reduce the commute time for non-participating students.

   Cons: Expansion of existing campus will not alone be sufficient to meet enrollment needs of the burgeoning population in the Palmdale area. Furthermore, by the year 2000, enrollment demands are expected to exceed maximum build-out at the existing Lancaster campus by 25 percent.

2. Utilize local high school facilities and/or vacant commercial facilities.

   Pros: This would minimize the need for space at a central location in Palmdale.

Cons: Schools in the region have already adopted year-round schedules in an effort to stay current with population increases. No other public or private facilities that could accommodate postsecondary students are available.

3. Share facilities with other postsecondary institutions.

Pros: There are several college districts that are contiguous to AVCCD that might be willing to share space.

Cons: The round-trip commute time for Palmdale-area residents to attend College of the Canyons, Victor Valley College or any other nearby public or private postsecondary institution is more than two hours—double the acceptable limit.

4. Use nontraditional modes of instructional delivery.

Pros: The use of technology based instructional delivery strategies is an integral part of the AVCCD educational master plan. Its use would reduce the requirements for facilities in the Palmdale area. In fact, the district projects that by the year 2000, twenty percent of the Palmdale area instructional programs will be nontraditional per the Commission on Innovation's recommendations.

Cons: With the exception of instructional broadcast television, and to a limited extent, cable television, most "distant learning" technologies are not readily accessible to prospective students in this instance. Cost and maintenance requirements require most of these systems to be accessed at a central site—which in this case would be the Palmdale center.

5. Establish an educational center in southeast Palmdale area.

Pros: Residents of the Palmdale area are currently significantly underserved, with lower participation rates that reflect the excessive travel times required to attend classes at the Antelope Valley campus. This lone campus is facing enrollment demands in excess of its maximum capacity. The proposed new campus will be downsized to reflect its strong commitment to distance learning. Finally, the proposal is consistent with the 1990 Board of Governors' Long Range Capital Outlay Growth Plan.

Cons: While the proposal has considerable merit, and is consistent with the Board of Governors' Long-Range Capital Outlay Growth Plan, it does not appear that state funds will be available in the immediate future to support construction due to the state's economic climate.

Staff Recommendation

Option 5

Rationale

Option 5 provides the AVCCD a means whereby it can continue to plan for the eventual large service area in the Palmdale region. Although there is uncertainty as to the continued availability of funds, planning for new campuses should not be delayed until funds become a reality.

Recommendation

That the Board of Governors approve the proposal by the Antelope Valley Community College District to develop an education center in Palmdale.

Staff: *Joe Keating, Administrator*
Facilities Planning and Utilization

Antelope Valley Community College District Education Center

Antelope Valley Community College District Southeast Campus

Background

As Los Angeles County's population growth has given rise to increasingly crowded conditions in the greater Los Angeles Basin, the northern reaches of the county, in the desert north of the San Gabriel mountains, have experienced incredible rates of population expansion. The Antelope Valley Community College District serves nearly 2,000 square miles of this region at its single campus in Lancaster.

At its January 1991 meeting, the Board of Governors approved the Long-Range Capital Outlay Growth Plan. Recognizing that further development of the current campus in Lancaster is limited and that enrollment was projected to reach build-out by 2005, the Plan called for a new education center to be built in the eastern part of the district in the short-term (i.e., 1990-1995) to become a campus in the mid-term (i.e., 1995-2000).

While Lancaster has traditionally been the population center for the region, Palmdale is growing at a much greater rate and will soon surpass Lancaster in size. Unfortunately, while Palmdale's population growth is ahead of Lancaster's, its employment rate lags far behind, evidencing a need for job training opportunities. Palmdale's enrollment figures also fall far short of those for Lancaster residents; reflecting the common finding that student participation rates in community college programs are highly negatively correlated with the distance that students must travel in order to attend classes and to receive related support services.

Aware that towns farther to the south and east of Palmdale, such as Littlerock, had even lower rates of enrollment, the district identified a potential site for the proposed new center in the southeast Palmdale area. The site is located nineteen miles (currently, twenty-seven to thirty minutes driving time, with traffic congestion increasing) from the existing campus. The owner of the property, David Bushnell, has agreed to donate 100 acres of land for the center, as part of a multi-use development project. The terms of the agreement are being spelled out in a Memorandum of Understanding involving the Antelope Valley Community College District, the City of Palmdale, and the property owner.

Approval of the proposed center at this time would enable the college district to accept the very generous donation of a prime parcel of real estate at the location considered by the district search team to be "the most viable option even if it were not a donated site." Such approval would not only secure the site, but would also enable the college district to compete for capital outlay monies for facilities.

There is strong community support for this center. There is also strong support from neighboring secondary and postsecondary institutions.

Analysis

Regional and Community Characteristics

The Antelope Valley Community College District spreads over nearly 2,000 square miles in the windswept desert and arid valleys and small mountains north of the San Gabriel mountains. The district encompasses over 45 percent of the land area of Los Angeles County, as well as part of the southern portion of Kern County.

The proposed center would be located on the southeast edge of Palmdale, nineteen miles (twenty-seven to thirty minutes driving time) from the existing campus in Lancaster (Appendix A). More precisely, it will border on 47th Street, south of Barrel Springs Road. The center is planned to cover 100 acres of a proposed 540-acre new development that will also include a commercial center, golf course, and residential units (Appendix B and Appendix C).

Major surface access is provided by the Antelope Valley Freeway (Highway 14), which runs largely north and south through the heart of the district and connects with Highway I-5 just north of the San Fernando Valley. Highway 138, which mostly runs east and west, connects with Highway I-5 to the west near the Cajón Pass and the "Grapevine," turns south and parallels Highway 14 from above Lancaster on into Palmdale, and then continues on east, close by the site of the proposed center.

The following table illustrates the current commute times and distances from various locations within the district to the proposed Palmdale center and to the Lancaster campus. As road congestion builds due to projected population increases, the time required to move from one location to another will also increase. The table also illustrates that the commute times to the proposed center from other colleges and universities is more than one hour.

Antelope Valley Community College District

Travel Times

I. Antelope Valley Community College District

Origin		Destination	Miles	Time
1.	AVC-Lancaster Campus	Palmdale Center	19	27 Min.
2.	East District Boundary	Palmdale Center	27	36 Min.
3.	Lake Los Angeles	Palmdale Center	29	38 Min.
4.	S.W. District Boundary	Palmdale Center	33	35 Min.
5.	North District Boundary	Palmdale Center	36	55 Min.
6.	N.W. District Boundary	Palmdale Center	68	96 Min.
7.	N.E. Boundary (Edwards AFB)	Palmdale Center	32	38 Min.
8.	North District Boundary	AVC-Lancaster Campus	26	35 Min.
9.	West District Boundary	AVC-Lancaster Campus	49	64 Min.
10.	S.W. District Boundary	AVC-Lancaster Campus	48	52 Min.
11.	East District Boundary	AVC-Lancaster Campus	34	45 Min.
12.	N.E. Boundary (Edwards AFB)	AVC-Lancaster Campus	25	33 Min.

II. Other Community College Districts

Origin		Destination	Miles	Time
1.	College of the Canyons	Palmdale Center	51	61 Min.
2.	Victor Valley College	Palmdale Center	53	62 Min.
3.	Los Angeles Mission College	Palmdale Center	58	69 Min.

Note: The closest four-year college or university is CSU, Northridge; which is 62 miles and 70 minutes from the Palmdale site.

The center is planned to be located in the area of most rapid growth in a greatly expanding region. In fact, the cities of Lancaster and Palmdale (and other nearby communities) are growing together as evidenced by a regional map showing major surface streets (Appendix D). Seen as a residential alternative for people who commute to jobs in Los Angeles, the high growth rates are expected to continue well into the future. Nearly one-fourth of the population within a ten-mile radius of the proposed site is Hispanic.

Economically, the region is quite diverse; with Lockheed being one of the largest employers. Outlying areas contain ranch land. Schools in the region have adopted year-round schedules in an attempt to keep up with the population growth, and are largely housed in portables.

Enrollment Projections

A review of the most recent enrollment study by the Research and Analysis Unit of the Chancellor's Office projects an increase in Antelope Valley College enrollment from 10,850 students in 1992 to 24,375 students by 2007, a 13,525 increase (Appendix E). With an absolute maximum capacity of 20,000 students on the sole existing campus, in Lancaster, this projection vividly demonstrates the need to institute plans to accommodate the additional students.

The targeted opening date for the proposed center is fall 1998. Enrollment projections, which reflect historical and current enrollment and participation rates as well as population growth patterns in the area, have been made for the proposed service area and are presented in the table.

Antelope Valley Community College District Southeast Center
Projected Enrollments

1998-2008

Year	Enrollment	WSCH
1998	2,942	21,729
1999	3,366	24,861
2000	3,790	27,993
2001	4,214	31,124
2002	4,640	34,271
2003	5,207	38,459
2004	5,774	42,647
2005	6,341	46,835
2006	6,909	51,030
2007	7,441	54,960
2008	8,014	59,191

The initial enrollment projection shown above for the proposed Palmdale site represents a conservative adjustment of participation rates reflecting current patterns. It should be noted that these patterns are the result of conditions that have discouraged attendance by many potential students.

The projection began by applying the current participation rate of 6.01 percent of 18- to 64-year old residents of the proposed service area to the 1998 projected population figures. Reflecting distance from the Lancaster campus, this rate is significantly below the participation rate of 7.80 percent for the remainder of the district. This figure was further reduced by 50 percent based on the following conditions:

- The current state funding limitation on student enrollment;
- The initial limitations on curricular offerings planned for the center;
- The probability that currently enrolled students will want to complete their studies at the Lancaster campus;
- The limitation on capital construction funds which will be required to build the new campus;
- The potential that some residents in the northern part of the service region may elect to attend the Lancaster campus; and
- The intent to expand distance learning to account for 20 percent of instruction by the year 2005.

In developing the projection, several additional assumptions were followed, including those shown below:

- A gradual rise of participation rate, not reaching 100 percent of the current area rate until after ten years of occupancy;
- No noncredit enrollment; and
- WSCH/enrollment rates for both day and evening classes estimated at 80 percent of the districtwide historical averages.

Discussion have been held with representatives of the Demographic Research Unit of the State Department of Finance that have resulted in that agency's approval of the district's enrollment projections for the center (see Appendix E-2).

Effects on Nearby Secondary and Postsecondary Institutions

The Antelope Valley Community College District has received support from all of the neighboring educational institutions. No areas of adverse impact have been raised (Appendix F). The lack of conflict stems from two important factors: the geographical isolation of the proposed center and the efforts of the district to jointly plan with its neighbors.

While there are eight contiguous community college districts, none are expected to be impacted by the development of the proposed center. The closest "neighboring" campuses are Victor Valley College and College of the Canyons, at least a one hour drive away (53 miles and 55 miles distant, respectively) from the site of the proposed center.

The area's K-12 and high school districts are striving to cope with ballooning enrollments and limited facilities. They have noted the importance of providing their students with opportunities within their community for a higher level of education. They also see the new center as the answer to the problem faced by many older members of the community who are looking to hone skills or seek new career paths, only to find many classes either full or unavailable.

Community Support

Strong local interest and support have been amply demonstrated for the establishment of the proposed education center. This support has been expressed by elected officials, leaders of business organizations, and by individual business leaders (Appendix G). Local school officials have spoken in favor of the benefits to their communities—increased local access to higher education, continuing education and retraining to meet current and future job demands, and a cultural center for a growing region.

Concrete evidence of this support is provided by the adoption of a Memorandum of Understanding (MOU) between the Antelope Valley Community College District, the City of Palmdale, and a local landowner. The MOU provides for the landowner to donate 100 acres of property to the district for the establishment of an education center, as part of a multi-use development. The three parties to the agreement will share proportionally in the costs of infrastructure development—a great savings for the district.

Programs and Services

The overriding objective for the proposed center is to respond to the growing needs and preferences of the local community by making college programs and services accessible to a wider range of people, especially the underserved and underrepresented ethnic populations of the area, and to support local economic development efforts by providing occupational training in conjunction with programs to recruit new industries to the area.

The Antelope Valley Community College District is committed to offering a comprehensive set of programs and services at the earliest possible date. Economic factors and size of enrollment will dictate how rapidly facilities and the support staff

necessary to achieve this objective can be provided. The master plan for the proposed center calls for a program with the following major categories:

- A complete, basic curriculum including fine arts, family and consumer education, and physical education, with the necessary support services;
- A complete complement of general education college transfer courses;
- Vocational programs which respond to local needs;
- Comprehensive student services; and
- Full service learning assistance and learning resources.

The following table summarizes the proposed instructional program for the center including the number of course sections, lecture assignable square feet (ASF), laboratory ASF, and total ASF for the initial phase.

A Projection of Instructional Offerings and Assignable Square Feet for the Palmdale Site

(2,942 Students)

Instructional Discipline	TOP Code	Number Sections	Lec. ASF	Lab. ASF	Total ASF
Biological Science	0400	7	213	1,534	1,747
Business/Management	0500	67	1,070	1,146	2,216
Computer Information Systems	0700	13	151	1,941	2,092
Physical Education	0800	18	39		
Engineering/Technology	0900	24	64	2,074	2,138
Fine/Applied Arts	1000	18	146	1,408	1,554
Foreign Language	1100	14	432	542	974
Health Occupations	1200	10	86	772	858
Consumer Education/Child Development	1300	19	362	1,912	2,274
Humanities	1500	19	900	599	1,499
Mathematics	1700	15	837	350	1,187
Physical Science	1900	5	113	1,095	1,208
Psychology	2000	35	217	43	260
Public Affairs/Services	2100	6	278	374	652
Social Science	2200	32	1,762	349	2,111
Interdisciplinary	4900	48	1,966	2,865	14,861
TOTAL		350	8,536	27,004	35,670

Note: Physical Education activity utilization is not included in the allocation of laboratory space.

The use of technology-based instructional delivery strategies is an integral part of the master plan for the proposed center. The principal modes of delivery being reviewed are instructional broadcast television, cable television, computer-based instruction, computer-video disc interactive systems, satellite linkages, audio tape learning systems, and laboratories featuring computer simulations. Regional programming with adjacent community colleges and linkages with both public and private four-year educational institutions are anticipated. All facilities planned for the proposed center will provide for these modes of instructional delivery.

Serving the Disadvantaged

One of the great benefits of the establishment of a center in the southeast Palmdale area is that it will greatly enhance the ability of the district to deliver educational courses, programs and services to economically, educationally, socially, and physically disadvantaged students living in the Acton, Palmdale, Littlerock, and Pearblossom areas of the district. Residents of these areas, including a substantial minority population, have a significantly lower participation rate than do residents of other areas of the district. All special support services and learning assistance programs, including those for re-entry students, that have been available at the Lancaster campus will also be provided at the proposed center. All facilities will be constructed to provide barrier-free access to individuals with physical disabilities. Because transportation is a major barrier to economically and physically disadvantaged students, simply making educational programs and services closer to their homes will increase access.

Consideration of Alternative Sites

The district has been aggressively searching for a potential site in the southeast area of the district for two years. Five potential sites were identified. Following discussions with the City of Palmdale and the County of Los Angeles, the number of potential sites was reduced to three. Representatives of the Chancellor's Office and CPEC visited the sites and concurred with district officials that the preferred site was the Bushnell property that is being proposed. The reasons included the following:

- The favorable location in terms of service area demographics
- The feasibility of providing infrastructure as a participant in a larger planned development
- A 100-acre, contiguous site
- The land cost for the site (free)
- The potential for annexation to the City of Palmdale
- State Department of Aeronautics approval of the site
- The present and future road circulation system of the general area

- The feasibility of completing an Environmental Impact Report for the site with the anticipation that there will be no unresolvable mitigating circumstances.
- Local agency and resident support and cooperation.

With the cooperation of the City of Palmdale and the donation of the 100-acre site by David Bushnell, the proposed site became, without question, the preferred alternative.

Environmental Impact

The Environmental Impact Report (EIR) developed for the proposed center location will be part of the comprehensive EIR currently being processed for the total, 540-acre master planned project area. The Chancellor's Office and CPEC will be provided with all information related to the EIR as it is approved by the City of Palmdale. It is anticipated that the initial draft of the EIR will be available in June 1994, with final adoption completed by September 1994. A specific plan for the project area is currently being processed and will also be completed on a parallel timeline.

Analysis of Alternative Delivery Systems with Cost/Benefit Analysis

- *Alternative 1: Increased Utilization or Expansion of the Existing Campus*

  At the present time, the Antelope Valley College campus is utilized for both regular semester and summer session programs. Expansion of the existing campus will not, alone, be sufficient to meet the enrollment needs of a burgeoning population. By the year 2007, enrollment demands are expected to exceed the maximum build-out potential of the existing campus by 25 percent.

  These projections are not a true measure of the expected need for community college services since they represent an extension of current enrollment trends applied to anticipated rates of population increase. At this time, participation rates for residents of Palmdale, Littlerock, and Pearblossom in the proposed center's service area, are only one-half to two-thirds of the participation rates for residents of Lancaster. These lower rates reflect the excessive travel times to attend classes at the existing campus. Expanding the campus in Lancaster would do nothing to alleviate this problem.

- *Alternative 2: Utilization of Local High School Facilities*

  Schools in the region have adopted year-round schedules in an attempt to keep up with the tremendous population growth and are largely housed in portables. Even standard high school facilities would be inadequate for the presentation of many college programs; as they lack college-level laboratories and library holdings. In addition, holding classes at high schools does not allow for the provision of counseling and other support services. Finally, such facilities would not be available for day classes.

- *Alternative 3: Shared Use of Facilities with Other Postsecondary Institutions*

  The nearest neighboring institutions of higher education, public or private, are Victor Valley College, located 53 miles away, and College of the Canyons, which is 55 miles away from the proposed service area. Commute time to either school would be at least one hour—double the acceptable limit—from either the current Lancaster campus or the proposed Palmdale site.

- *Alternative 4: Use of Nontraditional Modes of Instructional Delivery*

  The use for technology-based instructional delivery strategies is an integral part of the Antelope Valley Community College District's educational and facilities master plans and will be incorporated into the center's delivery system. There are, however, limitations to this option that keep it from being considered either a practical or a financially stand-alone alternative to the establishment of an educational center.

Beyond question, the wide range of systems planned for utilization show great promise for supplementing classroom instructional programs and developing learning systems which permit students to pursue their learning in a self-paced, individualized mode. With the exception of instructional broadcast television, and, to a still limited extent, cable television, most "distance learning" technologies are not readily accessible to most prospective students. Cost and maintenance requirements require most of these systems to be accessed at a central site. Nevertheless, the district recognizes that the development of a comprehensive system of instructional delivery alternatives must be an important adjunct to the center's educational environment, and it is making plans to do so. Consistent with the recommendations of the Commission on Innovation, the district projects that "distance learning" will account for twenty percent of instruction by the year 2000.

Rationale for Approving the Proposed Program

The establishment of the proposed education center in southeast Palmdale is considered to be the most feasible alternative to effectively and equitably provide full services and comprehensive educational programs to the residents of the southeastern region of the Antelope Valley Community College District. The following reasons justify this conclusion:

- Residents of the proposed service area are currently significantly underserved, with participation rates of one-half to two-thirds of the participation rates for residents of Lancaster. These lower rates reflect the excessive travel times required to attend classes at the existing campus.

- Due to the high population growth rates in the region, the single, existing campus in Lancaster will soon face enrollment demands in excess of its maximum capacity. Development of a second site is imperative. The proposed center would be situated in the area of greatest population growth.

- Approval of the proposed center at this time would enable the district to take advantage of a major cost-saving offer, namely, the donation of a 100-acre parcel of land by a local developer and cost sharing of infrastructure improvements.

Economic Efficiency and Proposed Sources of Funding for Needed Resources

The proposed site in southeast Palmdale is a 100-acre parcel of donated land. In addition, the Antelope Valley Community College District, the City of Palmdale, and the landowner/donor have entered into an agreement which outlines a plan for cost sharing for the site planning and engineering of the master planned project area, entitlement processing, the Environmental Impact Report, and the delivery of off-site improvements to the proposed site.

Based on current appraisals, it is estimated that the value of the land donation is $2 million. Preliminary estimates would indicate that cost savings associated with the other activities listed above will range between $3 million to $4 million. The college will continue to pursue both public and private partnerships for the development of facilities, instructional programs, and support services for the proposed center/campus.

The projected building cost for Phase I of the proposed center (80,000 assignable square feet) would be about $16 million at today's construction costs. While, theoretically, there are numerous sources for the financing of the construction of college facilities, the most practical source in the current economic environment is a

combination of general obligation bonds and state lease/revenue bonds. Both of these funding sources are dependent upon appropriation of general fund revenue to repay the bond debt-service costs. Therefore, there is uncertainty as to the continued availability of these funding sources (at today's level of $150 million to $200 million annually). On the other hand, staff believes, as does CPEC, that planning for new campuses can not be delayed until funds become a reality. Appendix H offers the view of CPEC as enunciated in its December 1992 agenda item approving both the Folsom Lake College and the Lompoc Valley Center.

Summary and Conclusion

Staff analysis of the Antelope Community College District proposal to establish an educational center near Palmdale has led to the conclusion that this proposal is justifiable, desirable, and timely.

The district is experiencing a very high rate of population growth. All indications are that this growth will continue for a considerable time. The single campus serving district residents is rapidly approaching capacity. All other institutions of higher education, whether two-year or four-year, are at least an hour's commute away.

The recommended location for the new center would be in the heart of the area of greatest population growth. It would be ideally situated to accommodate future demand.

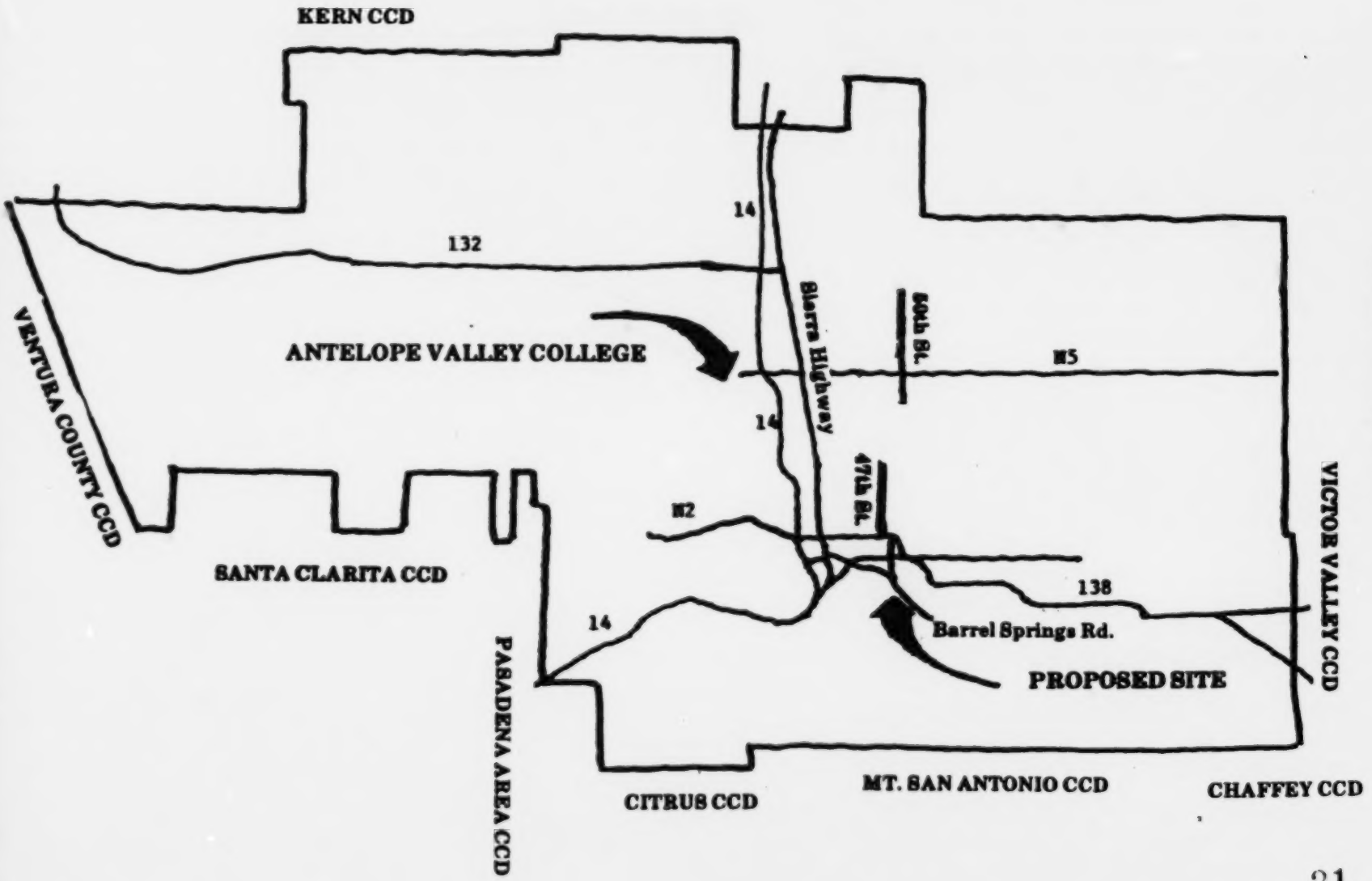
The new center would provide access to community college programs to a currently underserved population. The site selected for the proposed center is located nineteen miles from the existing campus. Residents in the service area of the proposed center are currently adversely impacted by their distance from the campus in Lancaster. Participation rates from these communities are only one-half to two-thirds of the participation rates for residents of Lancaster.

Through the efforts of district, civic and community leaders, a Memorandum of Understanding (MOU) is nearing adoption which provides for a local landowner to donate 100 acres of land as a site for the proposed center as part of a larger multi-use development. The MOU also contains agreements for on- and off-site improvements to be developed on a proportional, cost-sharing basis with the City of Palmdale, the district, and the donor. This will result in considerable additional cost savings for the district.

No other alternatives were found to be feasible for providing full educational access and opportunity to students, and potential students, residing in the southeastern portion of the Antelope Valley Community College District. All of the neighboring educational institutions are strongly supportive, as is the local community.

APPENDIX A

**Antelope Valley Community College District Boundaries/
Location of College and Proposed Center**

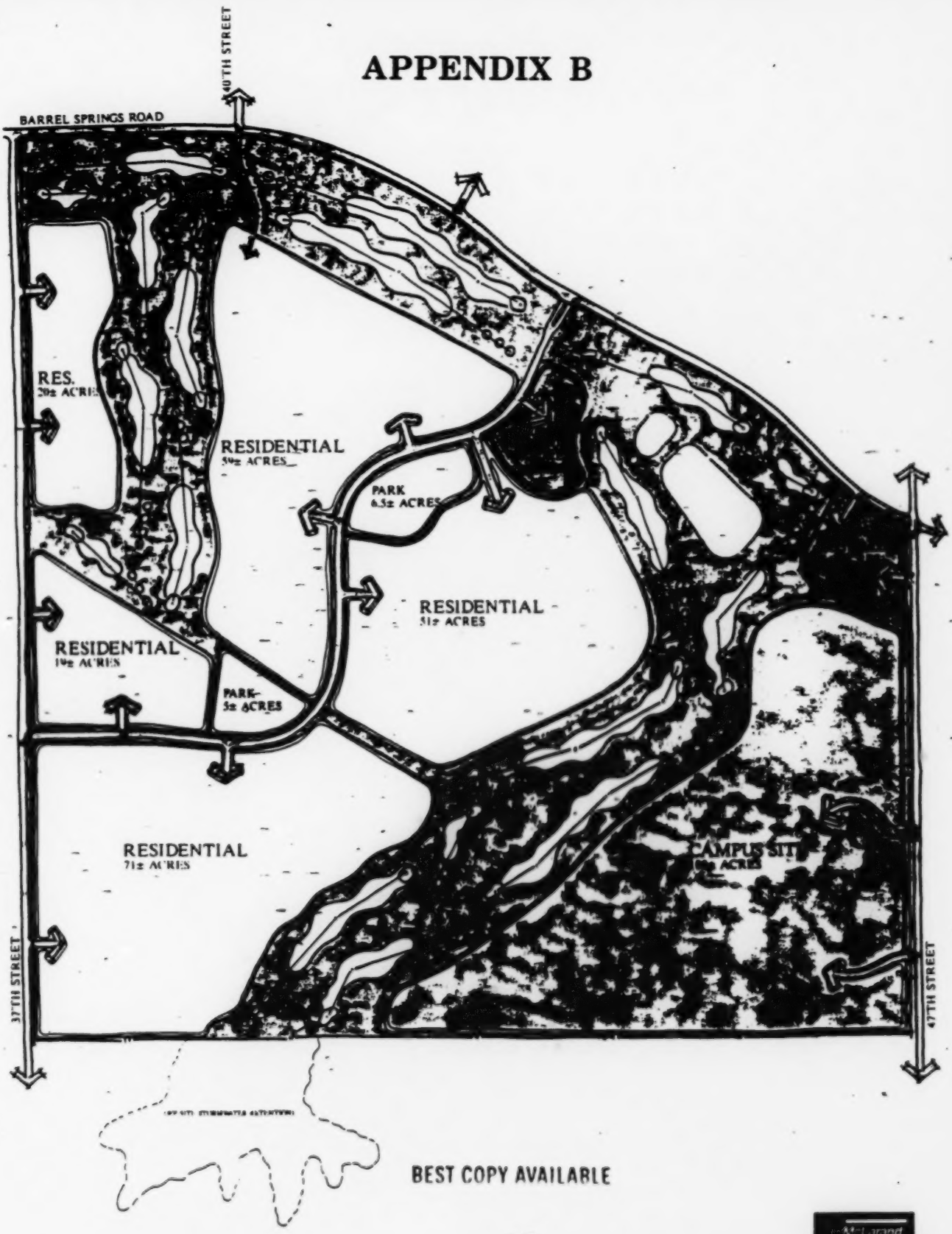

KERN CCD
14
132
Sierra Highway
50th St.
ANTELOPE VALLEY COLLEGE
N5
14
47th St.
VENTURA COUNTY CCD
N2
SANTA CLARITA CCD
138
14
Barrel Springs Rd.
PROPOSED SITE
VICTOR VALLEY CCD
PASADENA AREA CCD
CITRUS CCD
MT. SAN ANTONIO CCD
CHAFFEY CCD

APPENDIX A

APPENDIX B

Conceptual Land Use Plan
Palmdale College Park

APPENDIX B



BEST COPY AVAILABLE

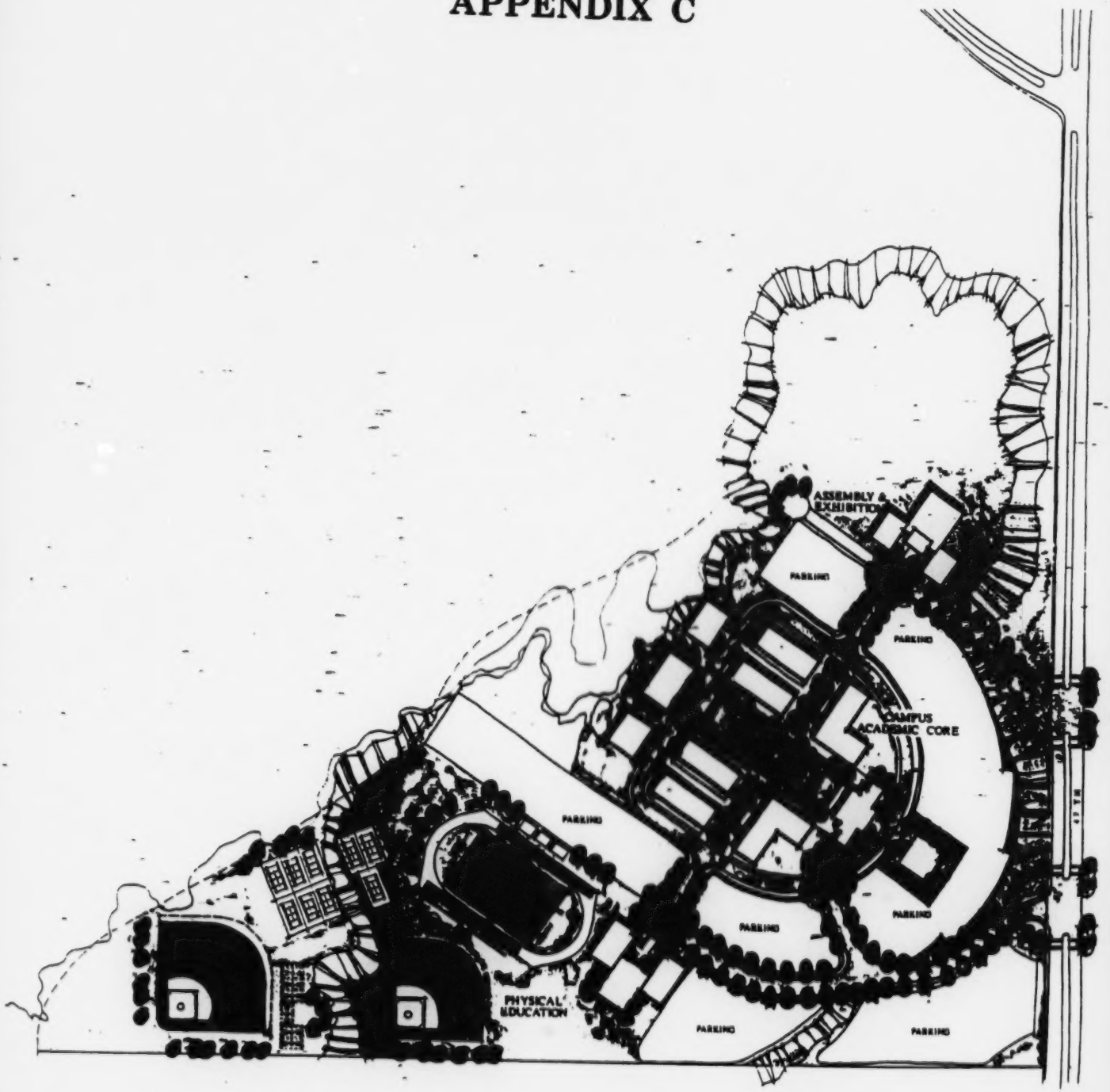
CONCEPTUAL LAND USE PLAN

COLLEGE PARK, PALMDALE

APPENDIX C

Conceptual Campus Plan
Palmdale College Park

APPENDIX C



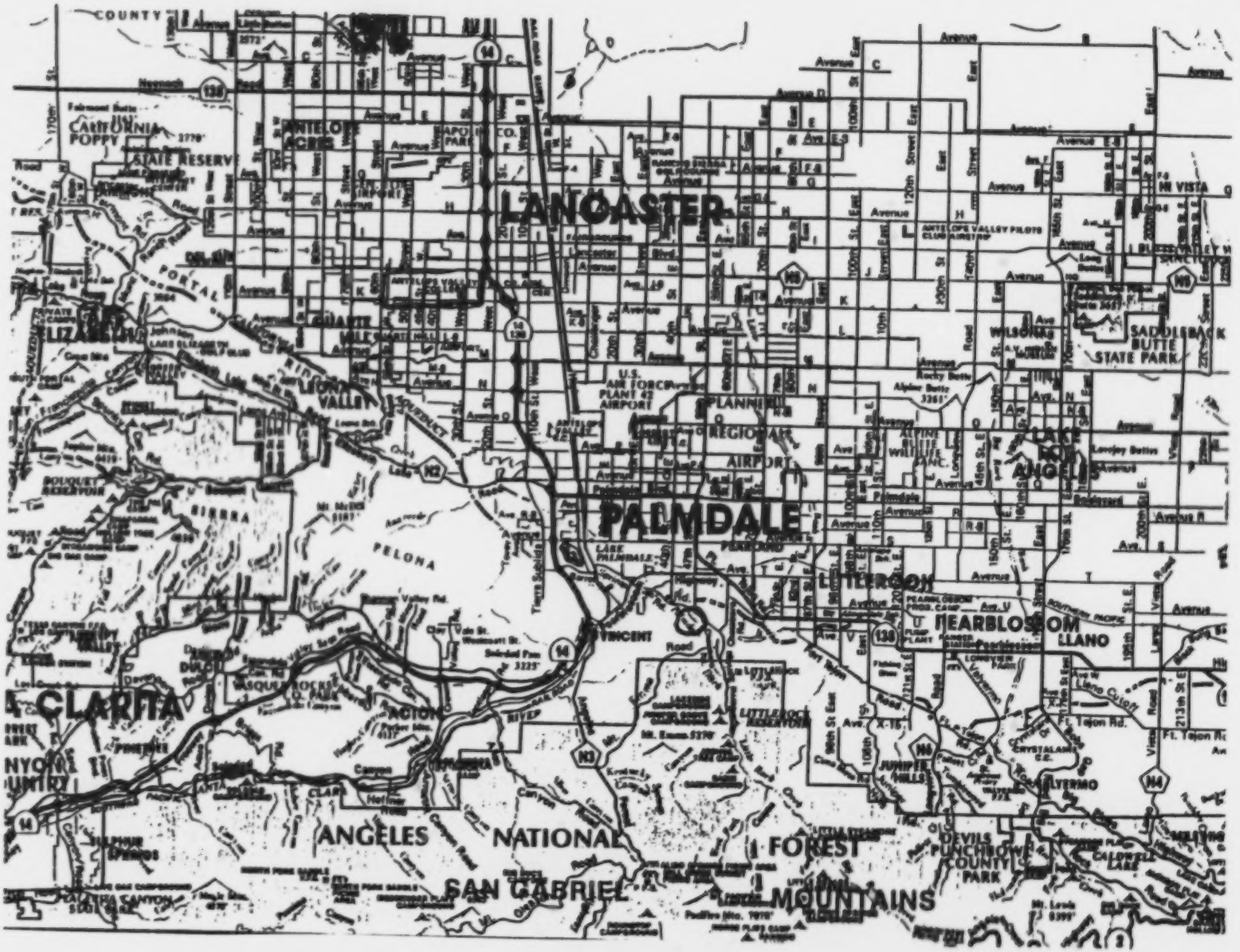
ACADEMIC SF. ± 400,000 SF
PARKING: ± 2,000 SPACES

CONCEPTUAL CAMPUS PLAN
COLLEGE PARK, PALMDALE

BEST COPY AVAILABLE

APPENDIX D

Lancaster/Palmdale Regional Map
Showing Major Surface Streets



APPENDIX D

BEST COPY AVAILABLE

APPENDIX E

Antelope Valley College Enrollment and WSCH Forecast

APPENDIX E-1

Projection by the California Community Colleges Research and Planning Unit:

ANTELOPE VALLEY ENROLLMENT AND WSCH FORECAST			
	ENROLLMENT	WSCH/ ENROLL	TOTAL WSCH
1972	4537		
1973	4731		
1974	5057	10.790	54570
1975	6667	10.023	66828
1976	6405	9.886	63319
1977	6828	8.904	60794
1978	5846	9.029	52787
1979	6623	8.443	55918
1980	7676	7.859	60332
1981	7995	7.723	61746
1982	7538	8.139	61348
1983	7122	8.536	60795
1984	7066	8.164	57688
1985	7163	7.915	56693
1986	7993	7.784	62216
1987	7987	8.089	64602
1988	8048	7.711	68226
1989	8931	8.062	72001
1990	10084	8.342	84118
1991	10239	9.110	93276
1992	10850	8.683	94212
1993	9895	9.629	95280
1994	10042	9.629	96694
1995	10508	9.629	101180
1996	11042	9.629	106329
1997	12306	9.629	118492
1998	13490	9.629	129893
1999	13858	9.629	133440
2000	14852	9.629	143015
2001	15836	9.629	152489
2002	17019	9.629	163882
2003	18238	9.629	175619
2004	19560	9.629	188342
2005	21038	9.629	202575
2006	22630	9.629	217909
2007	24373	9.629	234695

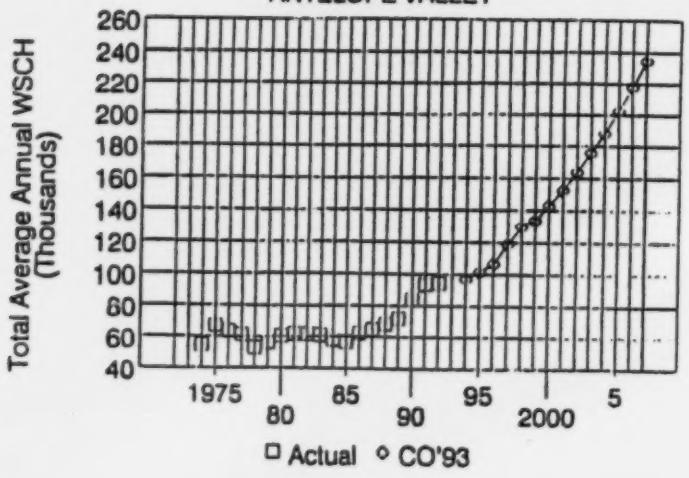
SOURCE: Research and Analysis, Chancellor's Office. 12/08/93

NOTE: Pre–1990 enrollment has been adjusted by 1.034 to reflect the reporting change resulting from implementation of MIS.

Projection by the California Community Colleges Research and Planning Unit:

Exhibit A (Con't.)

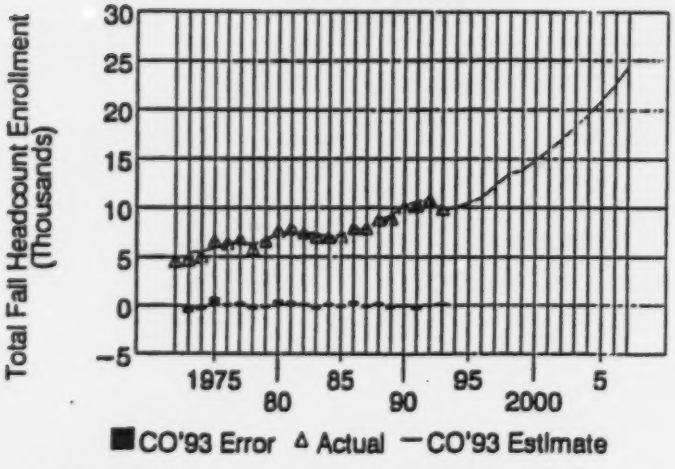
WSCH Forecast
ANTELOPE VALLEY



SOURCE: Chancellor's Office, California Community Colleges, 1993.

NOTES: CO'93: WSCH forecast by Chancellor's Office, December 1993.

Enrollment Forecast
ANTELOPE VALLEY



Source: Chancellor's Office, California Community Colleges, 1993.

Notes: CO'93: Enrollment forecast prepared by Chancellor's Office, 1993.

CO'93 Error: Actual enrollments less enrollments estimated by Chancellor's Office forecasting model.

STATE OF CALIFORNIA

APPENDIX E-2

PETE WILSON, Governor

DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-4998

RECEIVED
APR 1 1994
Facilities Planning

March 29, 1994

Michael L. Maas
Maas, Rao, Taylor and Associates
6529 Riverside Avenue, Suite 105
Riverside, California 92506

Dear Mr. Maas:

The Demographic Research Unit approves the Antelope Valley College District's projection for the Palmdale Education Center:

YEAR	ENROLLMENT	WSCH
1998	2,942	21,729
1999	3,366	24,861
2000	3,790	27,993
2001	4,214	31,124
2002	4,640	34,271
2003	5,520	38,459
2004	5,774	42,647
2005	6,341	46,835
2006	6,909	51,030
2007	7,441	54,960
2008	8,014	59,191

Thank you for your cooperation, and we extend our best wishes for the success of the new center.

Sincerely,

Linda Gage, Chief
Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

cc: Dr. Allan W. Kurki, Superintendent/President, Antelope Valley Community College District
✓Alan Peterson, Facilities Planning Unit, Community Colleges Chancellor's Office
David Houtrouw, Facilities Planning Unit, Community Colleges Chancellor's Office
Bill Storey, California Postsecondary Education Commission

APPENDIX F

Letters of Support from Nearby Educational Institutions
(Contains 8 pages)

Santa Clarita Community College District

Victor Valley Community College District

Kern Community College District

Chaffey College

Lancaster School District

Antelope Valley Union High School District

Palmdale School District

Eastside Union School District

APPENDIX F

Santa Clarita Community College District

college of the canyons

26455 North Rockwell Canyon Road • Santa Clarita, California 91355
(805) 259-7800

Dr. Dianne G. Van Hook
Superintendent-President

February 15, 1994

Dr. Allan W. Kurki,
Superintendent-President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Alan:

I am very pleased to hear of Antelope Valley College's plans to establish a second campus location. In these days of limited funding, I am sure that the donation of land for your project makes it especially attractive.

Please be assured that the Santa Clarita Community College District supports the establishment of this second campus site. We do not see a conflict with your proposed service area and feel the new campus will not affect our enrollment or our educational programs.

I am sure the new campus will be an invaluable addition to meeting the educational needs of your district's students. I wish you smooth sailing with the approval process for your second campus.

Sincerely,

Dianne G. Van Hook, Ed.D.
Superintendent-President

DVH:jn

Board of Trustees

Bruce D. Fortune | Michele R. Jenkins | Joan W. MacGregor | Ernest H. Moreno | Richard G. Peoples

VICTOR VALLEY COMMUNITY COLLEGE DISTRICT

18422 Bear Valley Road
Victorville, CA 92392-9699
(619) 245-4271
FAX (619) 245-9744

SUPERINTENDENT
PRESIDENT

Dr. Edward O. Gould

February 16, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue "K"
Lancaster, CA 93536-5426

Dear Dr. Kurki:

I am pleased to support Antelope Valley College's plans to build a second campus south of Barrel Springs Road on 47th Street East in the Palmdale area. I am sure that the donation of land for your project from David Bushnell makes it especially attractive in these days of limited funding.

Please be assured that Victor Valley Community College District supports the location of this campus. We do not see a conflict with our service area and believe the new campus will not affect our enrollments or our educational programs. In fact, your efforts to jointly plan with our district is greatly appreciated. As a result of this cooperation, both of our districts will be better served.

I wish you the best of luck with the approval process for your campus. No doubt the new campus will be an invaluable addition to you in meeting the educational needs of your district's students.

Sincerely,

Edward O. Gould
Superintendent/President

KCCD
KERN COMMUNITY COLLEGE DISTRICT

RECEIVED
FEB 2 8 1993

OFFICE OF THE CHANCELLOR
2100 CHESTER AVENUE
BAKERSFIELD, CA 93301-4099
(805) 395-4104

February 22, 1994

Dr. Allan W. Kurki, Superintendent
Antelope Valley Community College District
3041 West Avenue K
Lancaster, California 93536-5426

Dear Allan:

It is my understanding you will receive a 100 acre site from Mr. David Bushnell for a second campus in the southern part of your district. With the growth in that area, it is clear that a campus will be needed in the future. As your northern neighbor, we are very supportive of this development to serve the students of the Antelope Valley Community College District.

Planning for this campus in a timely way will solve many problems in the future in serving students.

Sincerely,

James C. Young
Chancellor

JCY:kvw

Chaffey College

Office of the Superintendent/President

4 Appendix F

RECEIVED

MAR - 4 1994

ANTELOPE VALLEY COLLEGE
FACILITIES PLANNING

February 25, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

Please be advised that the Chaffey Community College District supports Antelope Valley College's acquisition of a 100-acre site for a second campus of the Antelope Valley Community College District. As we know, despite California's economic problems, California's population continues to grow, and the demand for education continues. Your district has been particularly impacted by growth, and, therefore, plans for expansion are in order.

I wish you the best of success as you undertake the process of planning for a second campus.

Sincerely,

Jerry W. Young
Superintendent/President

srs

5885 Haven Avenue, Rancho Cucamonga, California 91737-3002 909/941-2110 Fax: 909/941-2784

LANCASTER • SCHOOL • DISTRICT •

Educating Since 1885

Lancaster School District

44711 NORTH CEDAR AVENUE, LANCASTER, CA 93534-3210

(805) 948-4661
FAX (805) 948-9398

DAVID ALVAREZ
SUPERINTENDENT

February 18, 1994

BOARD OF TRUSTEES
JAMES T. JEFFRA
GREG TEPE
ANDREW D. VISOKEY
MELINDA A. WHITE
RICHARD T. WHITE

Dr. Allan W. Kurki, President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536-5426

Dear Dr. Kurki:

I am writing to convey my ardent support for a second campus for the Community College. As an educator in the K-12 system. I am aware of the facility shortage we all face. The donation of 100 acres of land to the College is a tremendous gift.

I must emphasize that the shortage of classroom space, the lack of funds for new facilities and the overcrowding of the current Antelope Valley campus, are significant obstacles in the quest for higher education of Lancaster students. A second site would provide opportunities for the expansion of current programs and allow for the addition of new courses.

The expansion of the College to include a second site would benefit the community significantly in the area of employment and provide our students with additional educational opportunities.

Please continue to inform me of the progress in the approval process. I feel confident that the California Postsecondary Commission will find the needs for this site worthy of their consideration.

Sincerely,

David Alvarez
Superintendent

ANTELOPE VALLEY UNION HIGH SCHOOL DISTRICT

44811 SIERRA HIGHWAY, LANCASTER, CALIFORNIA 93534-3226
(805) 948-7655

BOARD OF TRUSTEES
WILDA N. ANDREJCIK
STEVE LANDAKER
BILLY A. PRICER
SOPHIA WAUGH
CHARLES L. WHITESIDE

ADMINISTRATION
DR. ROBERT GIROLA
DISTRICT SUPERINTENDENT
RAYMOND J. MONK
ASSISTANT SUPERINTENDENT
EDUCATIONAL SERVICES
(VACANT)
ASSISTANT SUPERINTENDENT
PERSONNEL SERVICES
CON OAMEK
ASSISTANT SUPERINTENDENT
BUSINESS SERVICES

February 9, 1994

Dr. Allan W. Kurki, Superintendent
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

We are pleased to learn that the Antelope Valley College has received a donation of a 100-acre site for a second campus location on 47th Street East, Palmdale.

It has long been a community opinion, and ours, that a second campus is sorely needed in this area. The Antelope Valley Union High School District is continually dealing with an increasing student population and trying to determine how to house and provide a quality education for those students. This only strengthens our belief that a second college campus will be necessary to accommodate those students as they look to their community for the opportunity of a higher level of education. This will be especially true as the cost of attending college away from home escalates.

In addition, many older members of the community are finding themselves in a position of having to hone skills or seek new career paths. Unfortunately they are finding that many classes are either full or not available.

We hope there is no delay in the approval for a second campus and if there is anything we can do to help speed that process, please do not hesitate to let us know.

Sincerely,

Robert Girolamo
Superintendent

v

Palmdale School District
ROY R. MARYOTT EDUCATION CENTER
39139-49 NORTH TENTH STREET EAST
PALMDALE, CALIFORNIA 93550
PHONE (805) 947-7191
FAX (805) 272-0515

February 10, 1994

Dr. Alan Kurki, Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536-5426

Dear Dr. Kurki:

Through programs provided to students and staff, the Palmdale School District has enjoyed a very positive relationship with the Antelope Valley College.

The tremendous residential growth experienced in the area has had a terrific impact upon the college and the need to establish a second campus is apparent.

I understand that a 100-acre site has been donated for a second campus location. I enthusiastically support the establishment of this second campus here in the south end of the Valley.

Sincerely,

Nancy K. Smith
District Superintendent

NKS/ms

Charles L. Gastineau
Superintendent

Board of Education

Mrs. Martha D. Johnson, *President*
Ms. Debra A. Branch, *Vice President*
Mrs. Ida E. Ward, *Clerk*
Mr. Larry D. Lake, *Member*
Mr. Willard L. Ritchie, *Member*

February 16, 1994

Dr. Alan W. Kurki
President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536

Dear Dr. Kurki,

The Eastside Union School District Board of Trustees and administration communicates via this letter their strongest endorsement of the efforts of the Antelope Valley College to establish a second campus near Barrel Springs Road and 47th Street East.

The Eastside Union School District, located in the eastern part of the Antelope Valley, recognizes the significant contribution the Antelope Valley College makes to the entire community. Based on the outstanding educational programs provided by the College, it is certainly appropriate and necessary that expansion of opportunities be provided to the constituents in the southern and eastern parts of the Antelope Valley.

The Board of Trustees, administration and staff of the Antelope Valley College have developed an excellent educationally sound program. It is without reservation that the Board of Trustees of the Eastside Union School District supports the Antelope Valley College in seeking to expand to another location.

Sincerely,

Charles L. Gastineau

CHARLES L. GASTINEAU
Superintendent/
Secretary to the Board

CLG:km

6742 East Avenue H • Lancaster, California 93535 • District Office: (805) 946-2813

APPENDIX G

Letters of Support from
Elected Officials and Business Leaders
(Contains 5 pages)

City of Palmdale

City of Lancaster

Lockheed Advanced Development Company

Inter-City Insurance Agency, Inc.

Lancaster Chamber of Commerce

CITY OF PALMDALE
INCORPORATED AUGUST 24, 1962
FIRST CITY OF ANTELOPE VALLEY

City of Palmdale

APPENDIX G

JAMES C. LEDFORD, JR.
Mayor
JAMES A. ROOT
Mayor Pro Tem
JOSEPH P. "JOE" DAVIES
Councilmember
DAVID J. MYERS
Councilmember
TERI JONES
Councilmember

February 14, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Allan:

Please accept this letter as an indication of the City of Palmdale's whole-hearted support for the establishment of a second Antelope Valley College campus in Palmdale.

We believe that as this city continues to grow, this second campus will be needed as a vital element in our community. As envisioned, such a campus would meet the growing educational needs of our populous as well as providing a significant contribution to the economic vitality of Palmdale.

As you know, the City staff is currently processing plans for your proposed 100-acre campus located south of Barrel Springs Road on 47th Street East. We feel this is an excellent location for your campus, and our staff continues to work diligently with you, your staff and the Bushnell family to process your planning application for this new campus.

Again, the City of Palmdale fully supports the establishment of this new Antelope Valley College campus as we consider it a tremendous community asset. If we can provide you with any additional assistance in this matter, please feel free to call me.

Sincerely,

Robert W. Toone, Jr.

Robert W. Toone, Jr.
City Administrator

RWT:RDC:bl
wp284

cc: City Council

38300 NORTH SIERRA HIGHWAY, PALMDALE, CALIFORNIA 93550-4798 • 805/267-5100 • FAX 805/267-5122

PRINTED ON RECYCLED PAPER

City of Lancaster

44933 North Fern Avenue
Lancaster, California 93534-2461
805-723-6000

Arnie Rodio
Mayor

Frank C. Roberts
Vice Mayor

Rev. Henry W. Hearns
Councilman

George Lee Root
Councilman

George Runner
Councilman

James C. Gilley
City Manager

February 14, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

The City of Lancaster is pleased to be able to support the establishment of a second campus for the Antelope Valley Community College. With the extensive population increase that the entire Antelope Valley has sustained over the last 15 years, a second campus located in the southern portion of the Valley will dramatically reduce the current overcrowding. Secondary education is becoming increasingly important in our society, and making that education accessible to everyone is a responsibility that we have an obligation to provide. Adding a second campus will certainly help fulfill that obligation.

Sincerely,

JAMES C. GILLEY
City Manager

mr

Lockheed
Advanced Development Company

A Division of Lockheed Corporation
1011 Lockheed Way
Palmdale, California 93599-7289 • Telephone (805) 572-5025

Sherman N. Mullin
President

February 15, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

We are extremely pleased that you are planning to open a second campus on 47th Street East, south of Barrel Springs Road. As you know, Antelope Valley College has been and will continue to be of great value and importance to Lockheed in the Antelope Valley.

As planned, we will complete the permanent shut down of our Burbank plant in June, 1994. At that time we will have over 4000 employees in Palmdale and we plan to continue at that employment level over the next several years. Antelope Valley College will continue to support Lockheed in two important ways: as a source of new employees and as a major participant in the continuing education of our employees. Our current work force retirements at a rate of 200-300 employees per year will continue, and new employees will be recruited. Participation by our employees in continuing education will continue at a substantial level.

With our permanent move from Burbank to Palmdale clocking down to completion in June, 1994, there is a large, continuous stream of employee family moves to the Antelope Valley and we expect the number of employee children enrolled in Antelope Valley College to steadily increase over the next several years.

In summary, we are in the Antelope Valley to stay and we believe that the growth of the Antelope Valley College is very important to our organizational health and business success in the years ahead. I believe that the establishment of a second campus has great and enduring merit and I strongly recommend orderly and rapid implementation of the second campus. It is a key element of maintaining an enduring healthy economy in this valley.

Sincerely,

Sherman Mullin

INTER-CITY INSURANCE AGENCY, INC.
3166 East Palmdale Boulevard, Suite 110
Palmdale, California 93550
(805) 272-0094 Fax (805) 272-0437
1-800-540-1333

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

You might know I am very pleased with the prospect of having your second campus located in Palmdale. Everywhere I go in Palmdale, I hear people talking about having the new campus here where it is sorely needed. As a Director of the Palmdale Chamber of Commerce, with the Education Portfolio, it is going to be my job to work with you, and to help in Palmdale.

As a former Community College Board member, 24 years with North Orange County, I know the pressure you have felt. You need a campus. Also, having served as a Commissioner on the State Commission for Review of the Master Plan for Higher Education, I am well aware of the prerequisites for a new campus. Your donated 100 acres site is perfect. The price is right; the distance from the current campus is right; the access is right; and the people of Palmdale certainly support the need.

If I may do anything to help please let me know. I have arranged for a presentation by your staff to the Palmdale Chamber, in April at their monthly luncheon. I do hope the State will expedite your approval.

Very truly yours,

Felix S. LeMarinel

LANCASTER
CHAMBER OF COMMERCE

February 16, 1994

Dr. Allan W. Kurki
President
ANTELOPE VALLEY COLLEGE
3041 West Avenue K
Lancaster, CA 93536

Dear Dr. Kurki:

On behalf of the 1,010 member businesses of the Lancaster Chamber of Commerce and it's Board of Directors, we want to officially support the establishment of a second campus in the Antelope Valley.

While we certainly acknowledge the generally recognized educational contributions the College has made to the community since its establishment in 1929, we want to recognize the Antelope Valley College as the most important partner we have for economic development - a need that is more important than ever with the changing, culturally diverse demographics of the Valley, the tremendous retraining that must take place for our laid-off aerospace workers, and the cooperative education needed to teach our younger students good work habits and attitudes.

The College has always offered expanded educational services beyond the campus, contracting with many business and/or governmental agencies to deliver comprehensive training programs, seminars, and job analysis services and these same needs grow even greater with the challenges of tomorrow.

Our needs have already outgrown our existing campus. We welcome the opportunity to support you in whatever way we can to bring this second campus to the Antelope Valley.

Sincerely,

Carol Fryer

Carol Fryer
President

/mab

44335 Lowtree Avenue • Lancaster, California 93534-4167 • (805) 948-4518 • Fax (805) 949-1212
24 Hour Information Line (805) 948-1129

APPENDIX H

Expansion During Retrenchment?

APPENDIX H

Expansion during retrenchment?

In the present era of severe budget cuts, and the inevitable retrenchment of State programs they produce, it is understandable that questions should arise about the wisdom or even the rationality of approving new campuses or educational centers in the California Community Colleges or in any of the other two public systems of higher education. These questions seem particularly trenchant at present given the disproportionate budgetary constraints imposed on higher education.

Although Proposition 98 affords the California Community Colleges some protection against budget cutbacks -- at least in comparison to the University of California and the California State University -- no one is prepared to argue that the community colleges are adequately funded or fully able to meet the demands placed on them by a growing population. Every day, or so it seems, the media report a new round of students denied admission of classes canceled, of longer times to graduation, of shortages of student aid, of faculty layoffs, and of major increases in student fees. Why then, in the face of such a shortage of resources, can a major expansion of service be seriously proposed?

The Commission offers eight answers to that question:

1 *Different revenue sources are involved.*

Funding for capital outlay generally comes from a different revenue source than funding for general institutional support. The funds necessary to support the faculty, administration, student services, financial aid, and all of the other day-to-day operations of an institution of higher education come from the State General Fund, and in the case of the community colleges, from local property taxes as well. Funding for capital outlay comes almost entirely from bonds, both the General Obligation Bonds approved by the voters in statewide elections, and from lease-payment (revenue) bonds authorized by the Legislature or by the systemwide governing boards. The budget crises of the past several years have largely been support budget dislocations, and they have occurred at the same time that the voters of California approved a major General Obligation bond issue.

2. *The population of California is growing rapidly.*

Despite the crises of the moment on the operations side of the budget, California's population continues to grow rapidly. According to the most recent projection from the Demographic Research Unit of the State Department of Finance, between 1991 and 2005 some 530,000 additional students are expected to require admission to the California Community Colleges -- a number roughly equivalent to the capacity of 53 new colleges of 10,000 students each. Of course, much of the expansion can be accommodated on existing campuses, but it is clear that many new educational centers and colleges must be built. As noted on page 7, the Board of Governors anticipates that 37 new centers or colleges will be necessary by 2005.

3. *Most of the growth in higher education will occur in the community colleges.*

The fiscal reductions contained in the 1991-92 and 1992-93 budgets fell hardest on the University of California and the California State University and resulted in enrollment levels at these systems below the projections for 1990 and 1991 from the Demographic Research Unit. In addition, rapid fee increases have widened the affordability gap between the four-year institutions and the community colleges. These two factors have already produced a diversion of students to the community colleges and thereby increased enrollment pressures on that system even further.

4 *It is less expensive to educate students in community colleges than in universities.*

The Commission's most recent data on cost per student (CPEC, 1992a) indicate that the average cost per student for operations is only 39 percent of the cost in the State University, and 24 percent of the cost at the University of California. Further, the Commission estimated in 1999 (CPEC, 1990b) that the capital outlay cost per student is about 53 percent of the State University's cost, and only 13 percent of the cost at the University of California. Clearly, it is more fiscally prudent to provide higher educational services, at least for the first two undergraduate years, in the Community College system.

5. *Capital outlay project planning lead times are very long.*

Another fundamental difference between appropriations for the day-to-day operations of California's colleges and universities and those for capital outlay is that capital outlay projects require enormous lead times for planning. Between the time a new institution is conceived, and the time the first student is admitted, is normally a minimum of eight years and can be much longer. The first planning for the Lompoc Valley Center began in 1989, with the site donated to the City of Lompoc by the U.S. Army in 1990 and offered to the community college district in 1991. The first students will probably not be admitted to the first permanent building until 1996 or 1997, and even then only if the appropriation stream is uninterrupted.

6. *Failure to move proposals along now will create unreasonable delays later.*

As noted earlier, the Chancellor's Office foresees the establishment of 37 new centers and colleges between 1990 and 2005. All of those institutions may not be built, but if decisions are not made now on proposals as they become ready for evaluation, a bottleneck could be created later.

7. *No budget crisis lasts forever.*

In spite of the severity of the current crisis, no crisis is forever. Eventually, prosperity will return to California and more adequate budgets to higher education, enrollments will expand, buildings will be built, and students will learn. In the meantime, it is imperative that planning continue, for if it does not, resources and opportunities will be lost in the absence of a sensible way to use them. If proposals for new institutions are reviewed now, it will be possible to build and occupy them at a time in the future when economic conditions are more favorable.

8. *Finally, approval by the Commission creates only an eligibility for funding, not a mandate.*

The Commission performs a unique role in the capital outlay process in that it is the only agency that offers recommendations on the establishment of new institutions in all three higher education systems. Such an approval does not, however, provide any funding for that institution, but only creates an eligibility to compete for funding with existing colleges and universities. The success or failure of that competition depends on a multi-layered and very comprehensive review process that involves the systemwide central offices, the Governor, the Legislature, the Department of Finance, the Office of the Legislative Analyst, and the State Public Works Board.

For all these reasons, the Commission has proceeded expeditiously with its analysis of the Lompoc center proposal, as it will with all other proposals submitted in accordance with its guidelines for review, in the expectation that California's current fiscal constraints will not prove permanent.